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Background Paper 14(A)

EDUCATIONAL LEAVE IN CANADA: A
POLITICAL CHOICE - STUDY OF
FOREIGN EXPERIENCE

Francine Sénécal

Skill Development Leave Task Force

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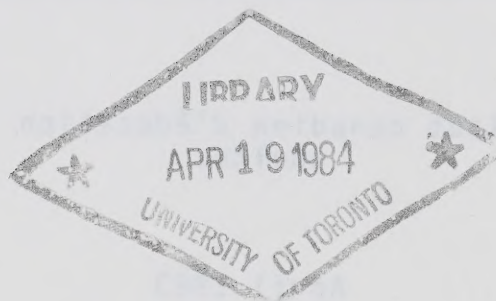
EDUCATIONAL LEAVE IN CANADA: A
POLITICAL CHOICE - STUDY OF
FOREIGN EXPERIENCE

Francine Sénécal

Institut canadien d'éducation des
adultes

April 1983

This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.



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1 - INTRODUCTION

At the end of 1982, the federal government set up a task force on paid educational leave. As part of the task force's work, the Canadian Association for Adult Education together and in cooperation with the Institut canadien d'éducation des adultes were invited, as national agencies long associated with adult education, to conduct studies on:

1. - the significance that foreign experience with paid educational leave has for Canada;
2. - the specific needs of certain clienteles likely to use educational leave.

This report deals with the first of these studies and is thus a technical note on the experience of various foreign countries with respect to paid educational leave and on the applicability of these measures in the Canadian context.

In order to carry out this work, we first consulted various recent publications - books and articles - that provide the latest information on experiences with educational leave. Second, in addition to consulting the conclusions of the CEFA and Adams reports, we conducted limited consultations with groups and agencies likely to be interested in or concerned by a policy on education leave. Thus we met with Quebec representatives and with Francophone representatives outside Quebec, of unions, organisations of unemployed workers, women's groups and business circles. In all cases, we asked interviewees for their evaluation of future training needs, their perception of weaknesses with regard to the type and accessibility of training currently offered and, lastly, their expectations with regard to a policy on educational leave. Under what conditions can a policy on educational leave meet the needs of Canadians? Lastly, we asked them to identify features of foreign experiences with educational leave that might be applied or applicable in

Canada and which might meet the needs they had identified. Having asked this last question, we realized that interviewees and various agencies knew little or nothing of the experiences of foreign countries with regard to educational leave.

In the following pages, we shall describe the current situation in economic terms - jobs market and manpower needs - and in political, constitutional, linguistic and ethnic terms. We shall pay particular attention to the situation of Francophones within and outside Quebec. This description will enable us to determine the specificity of the Canadian context, as well as the problems and needs encountered by the population at large as a result of socio-economic changes. We shall also attempt to identify the degree to which training and, consequently, a policy providing access to training programs such as education, may be considered as a response to economic and labour-market needs, and under what conditions this may be so.

We shall then consider various legislative measures, programs and other steps that have been taken in other countries to provide workers and the general public with access to educational activities. To do so, we have selected a number of examples from the French, West German, Swedish, Belgian, English, Danish and American experiences. In all these cases, we have provided a brief description, essentially to enable the reader to discern the parameters of educational leave policies. This will enable us to identify certain elements that may be useful in the Canadian context.

Lastly, we shall attempt to draw up a scenario of the consequences for Canada of recognition of the right to educational leave. To formulate this scenario, we shall give greatest considerations to the needs of adult Francophones as revealed during our consultations, and draw on the experiences of other Western countries.

2. EDUCATIONAL LEAVE IN THE CANADIAN CONTEXT

Since the meeting organized by the International Labour Organization in Geneva in 1974, many countries have come out in favour of instituting generalized policies and legislation in support of the right to educational leave. Recognition of the right to such leave for the purpose of pursuing training activities is part of the general issue of promoting adult education. In the past decade, the governments of various Western countries have generally recognized the relevance and validity of enabling adults to continue training throughout their lives. Since education is no longer the exclusive right of young people, means have begun to be developed to give adults access to training activities. Among the proposals that have been made, the idea of alternating between periods of work and periods of training appears to be one of those likely to meet the needs of employed adults. This arrangement has been called recurring education. Paid educational leave is one of the concrete ways of making this alternation between work and training possible and widely used.

The Geneva proposal recognizing educational leave as a means of providing access to education is addressed particularly to adults who are employed and who wish to continue training activities at some level. Six major principles constitute the basis of the proposal put forward by the International Labour Organization; these are contained in the definition of educational leave that was adopted as follows:

Statutory leave granted to an employee for educational purposes, for a given term, during normal working hours, without loss of benefits and with payment of adequate financial allowances.(1)

(1) Text of Convention 140.

These principles, translated into concrete measures and programs, are essential to the establishment of a true educational leave regime that does not penalize those who benefit from it.

Since the adoption of proposal 140, Canada has not pronounced itself in favour of such leaves, and no federal legislation has been adopted. Thus, there exists no clearly established policy enabling Canadian adults to continue their training throughout their lives. The adult population nevertheless has training needs, and the current economic crisis shaking the country places the question of education, and indirectly that of educational leave, at the center of the debate on Canadian labour needs and how to meet them.

2.1 - SPECIFICITY OF THE CANADIAN SITUATION

2.1.1 - Political Context

The Canadian political system is organized on the model of a confederation, consisting of a central government that has certain obligations and of provincial governments that have complete jurisdiction in other fields. Education is under provincial jurisdiction and, in principle, federal government may not intervene in this field. It is a well-known fact, however, that, for more than fifty years, the central government has intervened significantly in educational matters, particularly in the field of adult education, by virtue of its spending power or by invoking reasons such as "the national interest." Its main interventions have been in the field of professional training. As a general rule, the federal government has intervened in adult education for economic reasons and by means of equalization payments. The federal government associates education with work, and Canadian adult training or education programs must complement employment, labour and economic development programs. (See Table 1).

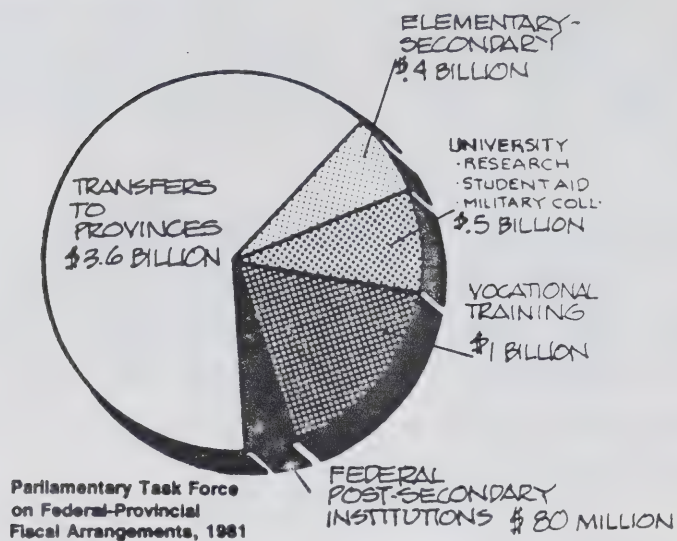
It is in this same spirit that, in recent years, the federal government has developed a scenario for the economic development path the country will follow in the coming decades and for labour needs that these changes may create. A national training program has therefore been formulated and adopted. Again in this spirit, the government expects to adapt a policy with regard to skill development leave.

Here, we must point out the very broad consensus that exists, in Quebec at least, in favour of full provincial government jurisdiction. The Task Force on Adult Education, which tabled its final report in February 1982, proposed that the federal government allocate to Quebec a budget envelope corresponding to funds spent on all educational activities.

Having made this observation, we may now consider the type of educational leave most likely to provide an adequate solution to the training problems of the adult Canadian population.

TABLE 1

**Federal Government Contributions
and Expenditures on Education,
1981 (1)**



(1) ICEA-CAAE, From the Adult's Point of View, 1982, p.26.

2.1.2 - Economic Context

Two factors that have helped modify substantially the Canadian economic situation are the economic crisis that has been underway for the past few years as well as the increase in, and development of, new technologies.

But other elements or factors have always been part of the structural reality of the country's economy. For example, economic development, the driving force of the economy, has always been concentrated in certain regions of the country. While Quebec and Ontario have been the leading sectors of the economy since the turn of the century, economic activities have tended in the past few years to concentrate more in Western Canada. The effect of this westward drift of economic activities has been to create unemployment in regions that have fallen victim to this movement and, conversely, to create new demands for labour in regions where workers are unable to meet new market demands. This movement also involves great geographical and professional mobility on the part of Canadian labour. This need for mobility, however, is counter-balanced by linguistic problems and a lack of training among Canada's adult population. About 17% of Canada's population has had fewer than seven years of schooling. The more extensive lack of general basic training could well compromise the participation of these adults in the development of new sectors of the economy. The language problem is another factor that has a profound effect on the Canadian situation.

The first observation to be made stems from the fact that we cannot consider moving population groups from one region to another, particularly if that population is faced with language problems. Of course, some people may be attracted by a region's development and by employment opportunities there, but the

absence of government assistance and support (1) quickly calms their desire to move. From this point of view, the Canadian labour market is not a unified entity. Another point must be made with regard to the situation of Francophones outside Quebec. This population faces the Canadian labour market with a level of basic training lower than that of the Anglophone population. The following table shows the percentage of the mother-tongue Francophone population in relation to the percentage of total population in each province, except for Quebec, having eight or fewer years of schooling. (See Table II)

For all provinces except Quebec, the table indicates that the percentage of Francophones who have received a basic education is lower than that of Anglophones.

(1) There are no programs to enable people to defray moving and relocation costs in new region. Nor is there second-language training program.

TABLE II

PERCENTAGE OF MOTHER-TONGUE POPULATION
(15 years and over, not attending school full time)
IN RELATION TO PERCENTAGE OF TOTAL POPULATION' BY
PROVINCE, HAVING EIGHT OR LESS YEARS OF EXPERIENCE

LEVEL OF INSTRUCTION	NEWF. FR. PROV.		P.E.I. FR. PROV.		N.S. FR. PROV.		N.B. FR. PROV.		ONTARIO FR. PROV.		MANITOBA FR. PROV.		SASK. FR. PROV.		ALBERTA FR. PROV.		B.C. FR. PROV.	
5-8 years	27.3	32.9	50.8	35.8	40.0	29.6	43.9	37.1	38.1	27.2	36.8	28.8	37.3	32.7	30.4	23.1	32.0	21.9
4 years or less	18.3	16.1	15.5	6.3	14.4	6.0	20.2	10.2	8.6	5.6	9.0	8.0	11.1	8.3	6.9	5.3	6.4	4.3

SOURCE: FFHQ, LES HÉRITIERS DE LORD DURHAM, (The Heirs of Lord Durham), pp.37 to 39.

Among other things, this means that, in a period of economic change, Francophones outside Quebec may well be doubly penalized: first because of their language, second because of their low level of training. On this subject, a document produced by the Fédération des francophones hors Québec stated the following:

Education systems outside Quebec do not offer equal opportunities for one of the two officially recognized language groups... Of course, income levels depend in large part on levels of schooling, but income levels in turn influence the level of schooling of the next generation.(1)

Beside the problems inherent in the cohabitation of two language groups within a single country, other situational factors may influence the economic context in the short term. First, a growing labour force within the overall population is an element that directly affects unemployment rates which have been rising for a number of years. The massive arrival of women in the labour market and the growing presence of young people explains the growth of the labour force. This growth, found in all industrialized countries, is nevertheless more marked in Canada (see Table III). Furthermore, the aging of the Canadian population is another element that may very well have a short-term impact on the Canadian economy. (See Table IV)

The development of new technologies is an element that has already begun to cast doubt on the present organization of the Canadian economy and, consequently, the national employment structure. The federal government has already identified a number of sectors where there could be a shortage of manpower in the next decade. Through its national training program, the

(1) FFHQ, Les héritiers de Lord Durham, (The Heirs of Lord Durham), Ottawa, FFHQ, 1977, p.37

TABLE III

Labour Force as % Population
Selected Countries 1970-1980

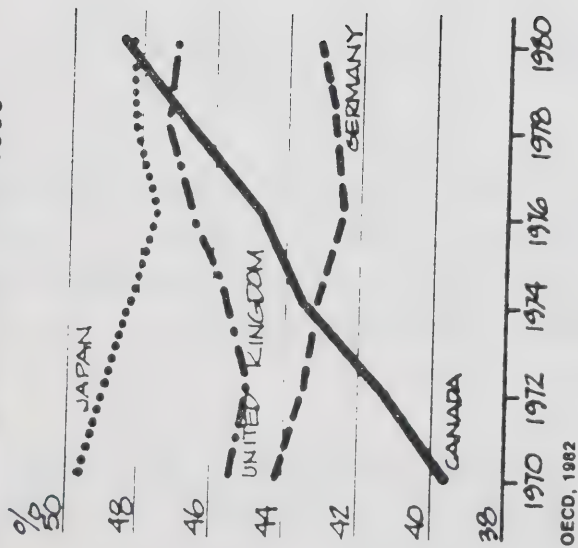
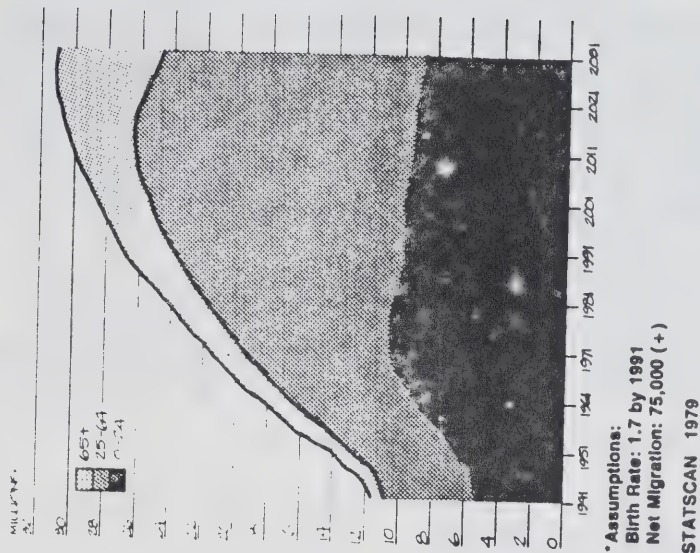


TABLE IV

Population Distribution
by Age Group



SOURCE: ICEA-CAAE, From the Adult's Point of View, Montreal, 1982, p.3.

federal government has already decided to favour training in very specialized sectors that will spearhead economic growth. This training will meet specific and relatively limited needs, since it is expected that, by the end of the 1980s, Canada will require approximately 30,000 workers to meet those needs, which are real, but which have little to do with an even greater set of needs that must also be met if economic development is to be assured.

It should also be noted in this regard that the various research groups established by the federal government have conducted slightly different analyses of the question of future economic development and resulting manpower needs.(1)

2.2 - Needs of the Canadian Public

In the preceding pages, we have tried to bring to light certain elements that determine the specific nature of the Canadian context by identifying problems that this situation creates. In this part, we shall dwell at greater length on the identification of certain training needs of the Canadian public as defined by the organizations we met during our consultations.

These consultations enabled us to identify certain specific types of training needs felt by Canada's Francophone population.

It is generally recognized that the new trends in economic development may well create new manpower needs. It is also considered important that the entire population be given access to general training or basic training programs.

(1) In this regard, see analyses of the following reports: Task Force on Employment Opportunities for the 80's, Work for Tomorrow, Ottawa, 1982; Economic Council of Canada, In Short Supply: Jobs and Skills in the 80s, Ottawa, ECE, 1982, Task Force on Labour Market Development, Labour Market Development in the 80s, Employment and Immigration Canada, Ottawa, 1981.

Our interviewees drew attention to the fact that nearly 17% of the Canadian population has had less than 7 years of formal education. How will these adults be able to participate in developing the economy? The promotion of general training programs is one method that may enable less educated adults, who, in many cases work in sectors requiring unskilled labour, to adapt to new economic conditions. Legislation in favour of educational leave would enable less-educated workers to use such leave to acquire general or basic training, which would enable them to be more mobile and to leave the unskilled sectors of the job market.

In the present or potential labour force, women constitute a majority that is encountering a large number of employment problems in the current economic context. They have urgent training needs which the government should try to meet on a priority basis.

In order to shed light on the situation of many women, we should begin by describing:

1. the needs of women who are unemployed;
2. the needs of women who are in the labour market.

In the context of the economic crisis that we are currently experiencing and in light of high unemployment rates, the situation of women wishing to enter or return to the labour market is extremely precarious. In many cases, these women have only minimal training and need professional or, in other cases, basic training. The government's recent decisions regarding labour training programs are contrary to the needs of these women, who have no access to general elementary or secondary courses, or little access to training programs in non-traditional sectors. Furthermore, women who, for example, choose to accompany their husbands to Western Canada in order to find work do not have access to English second-language training programs

and, consequently, become marginal, isolated and unable to obtain work.

Women already in the labour market are in no better position. The great majority of women find themselves in what are called employment ghettos, which require low levels of training and few qualifications. However, we know that, with the introduction of new technologies and with subsequent readjustments to the economy, these economic sectors may shrink or disappear, or at the very least be profoundly changed to the extent that working women may not be able to adapt to these changes. It is therefore imperative that these women be given access to training programs or to programs that enable them to change employment sectors. Educational leave may be a means of enabling working women to follow the trend toward technological change and to retrain themselves in other fields of employment.

It must be noted that the great majority of Canadian working women occupy part-time jobs and are not unionized. Consequently, it is essential that all educational leave legislation and programs take this fact into account. We can only hope that these working women will be able to receive the same benefits from federal and provincial legislation as working women in full-time positions. Further, because of their precarious situation, we think that these working women should receive special measures to enable them to raise their level of training and thus have access, where possible, to regular full-time jobs. As for non-union women, it would appear that the only way to give them the right to a form of educational leave is to legislate in this area.

Lastly, we met with agencies that are concerned with the fate of Canada's unemployed workers. Their representatives decribed the very real anxiety of unemployed Canadians in the current economic situation. Although their first need is to find a job, unemployed workers are making desperate attempts to find other

TABLE V
FULL - AND PART - TIME EMPLOYMENT IN CANADA, 1966-1980

YEAR	Employment/Population Ratio		Full-time Employment/Population Ratio		% with Part-time Employment	
	women	men	women	men	women	men
1966	34.2	77.1	28.6	74.6	17.0	3.4
1967	35.1	76.3	29.3	73.4	17.4	3.7
1968	35.5	75.1	29.1	72.0	18.6	4.1
1969	35.2	74.9	29.4	71.4	19.1	4.4
1970	36.1	73.4	29.2	69.8	19.6	4.9
1971	36.8	72.7	29.7	69.2	19.7	5.0
1972	37.4	73.0	30.2	69.5	19.6	4.9
1973	39.1	74.3	31.7	70.9	19.4	4.7
1974	40.2	74.9	32.4	71.3	19.9	4.9
1975	40.8	73.5	32.6	69.8	20.3	5.1
1976	41.4	72.7	32.6	69.0	21.1	5.1
1977	41.7	72.0	32.5	68.0	22.1	5.5
1978	43.2	72.1	33.4	68.1	22.6	5.6
1979	44.6	73.2	34.2	69.0	23.3	5.8
1980	46.0	72.9	35.1	68.6	23.8	5.9

Note: Data prior to 1975 were adjusted to take into account the revised survey of the labour force; persons 14 years of age are excluded, and population estimates are taken from the 1976 census.

SOURCE: Pat and Hugh Armstrong. A working Majority: What Women Must Do For Pay, Ottawa, Canadian Advisory Council on the Status of Women, p.297.

ways of returning to the labour market. Among these, existing training programs currently appear to be an expedient that less and less meets those needs. Unemployed workers are willing, it would seem, to take part in training programs on the condition that their efforts are subsequently rewarded with a job. Nothing, however, could be less certain. And it is increasingly difficult to convince these workers that their unemployment problem is a result of their lack of training since, when they agree to take part in these educational programs, their situation does not improve. In these circumstances, the agency representatives we met stressed the importance of giving unemployed workers access to general training programs. According to these organizations, it would be more profitable, socially and economically, to enable unemployed workers to take general or basic training programs. The government cannot expect to take a major turning toward technology if the Canadian public has no solid training in this field. For example, in a recent advertisement, the Quebec Department of Education recognized that it could not train all adults of Quebec in data-processing. Only those with a sufficiently high level of formal schooling may benefit from training programs enabling them to acquire new skills in electronics, robotics, data-processing and office information systems.

Ultimately, the only effective solution for unemployed workers is to give them the opportunity to raise their general level of qualifications so as to promote greater professional mobility. However, their desire to acquire a trade or job should not be forgotten. In a document produced in the fall of 1982, the ICEA and CAAE drew roughly the same conclusions concerning the current manpower situation and training programs that are offered to workers.

The development of a modern labour force does not just require increasing the link between training and job shortages. It is also important to maximize individual

choice and occupational mobility by enabling substantial and multi-faceted basic training. This will enable workers to move from one job to another and to transfer, at the same time, their skills and general knowledge.(1)

Currently employed and unionized workers are not protected from the shocks and concerns of the Canadian economy. According to union representatives, the concerns of unions are expressed, among other ways, by a major increase in the demand for training. Employees want more development, general training and labour training courses. In all cases, access to training programs is seen as a preferred means of adapting to technological change, of becoming aware of future economic changes, and of becoming sensitive to and informed about collective means that can be used to prevent workers from being excluded from the labour market. If requests for training increase, workers cannot, in many cases, continue their educational activities. Fatigue, stress and family obligations are factors that, in the medium and long term tend to discourage the worker from pursuing a more complete training course or program. On the other hand, if workers could take courses during normal working hours, a number of the problems we have identified above would not exist or would be eased. Again, educational leave could prove to be a means of enabling working adults to raise their level of vocational training or to retrain for other positions.

3. EDUCATIONAL LEAVE AND THE FOREIGN EXPERIENCE

3.1 - Why Consider the Foreign Experience?

Although Canada has no national legislation on educational leave, other industrialized countries have chosen to invest in raising the professional qualifications of their labour force and

(1) ICEA, CAAE, From the Adult's Point of View, op. cit., p. 21.

consequently to encourage economic development. Of course, these countries have specific needs, and have tailored measures, programs and legislation to their own situations. Consequently, they cannot be applied directly to another context. Foreign experiences with educational leave may nevertheless be a source of inspiration in the formulation of a Canadian model. In this regard, it is interesting to see how other countries have enabled unemployed and non-unionized workers to benefit by, and have access to, educational leave programs. Have certain countries decided to adopt affirmative action programs for certain groups within the labour force? Foreign experiences may perhaps enable us to find solutions to meet the many needs of the Canadian work force.

There exists no ideal model on which Canadian legislation might be based. At best, we can hope to find certain answers to our questions, certain new clues that we could use in formulating an educational leave policy.

In the following pages, we shall very briefly present the legislative and other measures taken with regard to educational leave in France, West Germany, Sweden, Belgium, Great Britain, Denmark and the United States. We have chosen to exclude Japan because of an obvious lack of written sources and information on the question.

3.2 Foreign Experiences

3.2.1 - In France

The French policy on paid training leave is defined in legislation on continuing training, adopted in 1971. This law recognized for the first time the right of salaried workers to educational leave.

Throughout their working lives, salaried workers ... wishing to take part in programs that have received government assent ... are entitled, upon request to their employers, to leave.(1)

This legislation requires firms with more than ten salaried workers to allocate a certain percentage of total salary to staff training. This percentage rose from 0.88% in 1972 to 1% in 1974 and to 2% in 1976. The 1971 legislation thus guarantees the right of employees to educational leave, although the organization of training periods is left the employer's discretion.

The 1971 Act... guarantees the worker's right, under certain conditions, to educational leave, and it organizes efforts made by firms in this regard. This two-fold purpose may create confusion because the assistance offered by government and the guarantee it gives the worker leave firms entirely free to organize the training of their staff as they wish, within the framework stipulated in the legislation.(2)

For its part, the government intervenes (3) directly in training programs in order to:

- 1 - assist unemployed workers and workers threatened with layoffs
- 2 - facilitate access to a first job for young people or to a new job for those already working;
- 3 - allow for professional promotion;
- 4 - train or pre-train unemployed young people between 16 and 18 years of age;

(1) OECD, Developments in Educational Leave of Absence, Paris, 1976, p. 169.

(2) OECD, op. cit., p. 160.

(3) OECD, op. cit., p. 160.

- 5 - make workers aware of and informed about technological change.

These programs, which increase the number of those benefiting from educational leave, date from 1968, the year in which the Fonds d'assurance-information (Insurance Information Fund) was established. Employers and employees pay into the fund contributions that will be used for "knowledge maintenance and updating" courses.

If the employee asks to take such a course, the leave benefit is a right, but the training and the agency that provides it must be accredited by the government.(1)

On the other hand, if the training course is provided by the firm for its staff, the firm may engage the training establishment of its choice. Ultimately, as the OECD report stresses:

The Act requires that firms make a minimum effort to provide training; it leaves them complete freedom of organization, but sets the conditions under which the government will make its contribution.(2)

Despite this initial effort to legislate in favour of educational leave, it would appear that the legislation has not met all needs:

Training leave, that is, the freedom given to every salaried employee to leave work, on his own initiative, during normal working hours in order to take a training course of his own choice, is taking as much time to become custom as it is to become law.

(1) Idem.

(2) OECD, op. cit., p. 160.

Many reasons are put forward to explain the difficult birth of a new right: salary is only rarely maintained, the offer of training is not appropriate, training remains an individual adventure that is often difficult to face, particularly for those whose level of education is lowest, and the right to training leave as yet has no certain legal existence since it is confused with training at the employer's initiative.(1)

In 1978, new legislation was passed to correct the weaknesses of the earlier act concerning training leave. The act provides that:

Besides broadening the field of training that it sanctions, it extends the benefit of training leave to all workers, salaried or otherwise. It confirms the individual initiative of the salaried employee as opposed to that of the employer, and it places training leave outside of working hours.(2)

Thus the legislation officially recognizes the possibility for employees to take leave for the purpose of professional, general or socio-cultural training (3), and offers the public at large access to training leave. However, the law contains no measure

-
- (1) J.M. Luttringer, "La difficile naissance du droit au congé de formation", in Droit social, January 1975, p.33
 - (2) J.M. Luttringer, "La loi du 17 juillet 1978 relative à la promotion individuelle au congé de formation et à la rémunération des stagiaires de formation professionnelle," in Droit social, no.2, February 1979, p.9
 - (3) See Table VI which shows the various types of training leave available in 1979.

providing remuneration to those workers who wish individually to take courses that are not directly related to their work. Only courses approved by the government are paid for, and these are mainly vocational training courses. As Claude Dubar points out in a study on adult continuing education policies:

Despite the legislation, an individual request for training leave whether we wish to recognize it or not, reveals an "independent spirit and, in the short or medium term, a break with the employer" to the extent that it stands apart from those actions organized by the firm; it is the outward sign of the salaried employee's dissatisfaction with this situation and with the proposals made to him. Similarly, the employer will not be interested in providing remuneration for training that is not in his interest.(1)

Ultimately, despite the reform augured by the passage of legislation on educational leave, it would appear that its growth and acceptance among management is limited to the major principles of professional development. Proof of this statement lies in the fact that most training courses taken by workers are initiated and managed by the firm, which maintains complete control over the training thus provided. This situation has also resulted in the opening of private institutions which use some of the funds derived from corporate taxation. It would appear, however, that this situation is changing. Lastly:

As a result of a lack of information, and what many workers consider as the complexity of administrative process and the many forms that must be completed, few salaried employees claim or effectively exercise the right to this leave.(2)

(1) C. Dubar. Formation permanente et contradictions sociales, Ed. sociales, Paris, 1980, p.172

(2) CEFA. Apprendre, une action volontaire et responsable, 1982, p.199.

It does not appear that the coming to power of a socialist government has caused any spectacular changes in educational leave policies. It is known, however, that this government intends to promote training for young people in the field of data processing. On a recent visit to Montreal, Jean-Jacques Servan-Schreiber announced the implementation, by the summer of 1983, "of a project intended to train thousands of unemployed workers in data processing." Thus:

Each year, the 12,000 graduates of the 110 grandes écoles in France must each take charge of a dozen young unemployed workers. They will provide them with an introduction to data processing, help them find work and subsequently become their tutors. In exchange, they will be exempted from their military service.(1)

Future developments will be worth watching.

(1) J.J. Servan-Schreiber, "L'ordinateur idéal sauvera le monde du chaos," in Le Devoir, February 7, 1983.

TABLE VI

EXISTING TYPES OF TRAINING LEAVE

	UNAPPROVED INDIVIDUAL EDUCATIONAL LEAVE	GOVERNMENT-APPROVED TRAINING LEAVE	TRAINING LEAVE APPROVED BY PROFESSIONAL JOINT COMMISSION	TRAINING LEAVE WITHIN FRAMEWORK OF COMPANY'S
WHAT KIND OF TRAINING?	Choice of professional, cultural and social training	Professional, cultural and social training contained in government-approved list	Professional training in PSC- approved list	Vocational training selected by employer
FOR WHOM?	All wage earners except government officers	All wage earners	All wage earners included in such an agreement	Wage earners, particularly technicians and managers, selected by employer
CONDITIONS	Seniority in the occupation of which 6 months in the firm. Waiting periods of 6 months to 8 years between 2 placements	Seniority in occupation, of which 6 months in firm. Waiting periods of 6 months to 8 years between 2 placements	This type of leave planned in sectoral agreement is <u>independent</u> of other types of leave	No specific conditions. This leave has no effect on quotas enabling access to other leaves
APPROVAL MECHANISMS	Employer may not refuse re- quest unless 2% of staff are on leave. Priority mechanism in case of deferment	Employer may defer request if 0.50% of staff are on leave. Priority mechanism in case of deferment	Employer selects request. Restriction to 0.50% of staff if paid, to 2% if not paid	Complete control of employer
REMUNERATION	Not paid	Paid leave. Cost shared by government and employer	Paid or not. When paid, employer pays 4 and 13 weeks' salary possible	Employer pays all costs. Government assistance possible
DURATION	Maximum 1 year, full-or part-time	Long training period of from 6 to 12 months	Short training period of from 1 week to 1 month	No limit

SOURCE: Table prepared by Richard Nantel, *Le congé-éducation payé*, ICEA. 1980

TABLE VI
EXISTING TYPES OF TRAINING LEAVE

	Training leave for young workers	Teaching leave	Leave for youth directors and animators (introduced in 1961)	Educational leave for workers (introduced by legislation in 1957)
WHAT KIND OF TRAINING?	Vocational training at the requester's choice	Leave granted to enable candidate to take up teaching duties	Training courses (sport, culture, etc.) in organizations approved by government	Labour training and workers education provided by specialized centres or institutions
FOR WHOM?	Young workers under 21 years of age who have neither a professional certificate nor an apprenticeship contract	All wage earners	Young wage earners under 25 years of age	All wage earners, unionized or not, in all sectors
CONDITIONS	3 months' seniority in the firm. This right does not interfere with a candidate's right to other leave. May be taken only once in the first 2 years of professional activity	Vary with legislation and authorizing agreements		Leave quotas set by order in the public service and depend on size of firm in private sector
APPROVAL MECHANISMS	Employer may not refuse; request		Refusal possible if quotas exceeded	Difficult for employer to refuse
REMUNERATION	Employer pays the salary	No provision	No provision. Bursaries possible	Not paid. Opportunities for remuneration in accordance with collective agreements, government grants, etc.
DURATION	400 hours in all-maximum of 200 hours per year	Generally less than one year	6 days/year	12 days/year

3.2.2 - Federal Republic of Germany

West Germany has no national educational leave policy. There is, however, a series of provincial or "landers" proposals and measures in the various collective agreements that recognize the right to educational leave. The federal government is concerned with professional training, which is considered as one of the components of the national labour policy (1), although it does not admit the principle of a right to educational leave.

Thus, the Vocational Training Act is intended for workers enrolled in specific skill training programs offered in a firm or workshop. These programs must be distinct from general training courses and from those provided in educational institutions. The Employment Promotion Act provides financial assistance for persons taking professional training courses. However, this assistance is available only on the condition that those interested in it leave their jobs. The legislation also provides assistance according to pre-established criteria for professional development or retraining purposes. Lastly, the Individual Educational Assistance Act enables interested persons to pursue post-secondary studies. Thus, despite the fact that these legislative measures may enable persons to pursue some form of training, we cannot say that they represent true educational leave measures.

To meet requests by union organizations, the federal government has, through other legislative measures, enabled certain categories of workers to benefit from educational leave.

(1) Legislation concerning professional training includes the following: the Vocational Training Act, the Employment Promotion Act and the Individual Educational Assistance Act.

For example, under the "Works Constitution Act, work counsellors were granted the right to take leave to attend courses related to their duties." (1) These representatives are thus entitled to a minimum of three weeks or leave during their two-year mandates, and may obtain additional days if they can show that their duties require further training. There are also special acts intended to enable security delegates and representatives of the handicapped to have paid leave in order to study subjects related to their duties. (2) However, this legislation appears to be inadequate since only 25% of works councillors make use of their right to training leave. According to the main West German union, whose members are metallurgists, such a situation:

is due in part to the ignorance of counsellors of their rights and in some cases, to employer discouragement. (3)

At the end of the 1960s, unions began to demand educational leave measures. These demands gradually became a major element in labour management negotiations. According to 1979 estimates of the federal Department of Labour, 2.6 million workers (12% of the country's workforce) have benefited or are covered by a clause concerning paid or unpaid educational leave in collective agreements. (4) It should nevertheless be noted that proposals adopted as part of the collective agreements are often restricted with respect to the length of the leave or the type of training considered acceptable.

(1) Commission of Inquiry on Educational Leave and Productivity, Education and Working Canadians, Ottawa, 1979, p.44.

(2) Idem, p.44.

(3) Idem, p.45.

(4) Conseil supérieur de l'Éducation, Éléments d'une politique d'éducation des adultes dans le contexte de l'éducation permanente, CSE, 1978, p.23.

For example, municipal, state and federal public servants and employees are entitled to educational leave of up to six working days to enable them to attend scientific meetings, to complete training, professional instruction and technical programs, and to study foreign languages.(1)

Unions and factory committees may also influence the way training courses are offered by taking charge of their organization's financing.

Employees may also take advantage of training leave under certain legislative measures put in place by the provinces or landers. Five of the eleven provinces recognize the right to training leave. Their laws offer a broader field of application than the framework provided for by federal legislation on vocational training and collective agreements.(2) Thus, the landers provide the opportunity to obtain educational leave for political studies and, in certain lander, for more general types of training.

According to a study that appeared in the International Labour Review,

Paid educational leave organized by certain landers through various collective agreements are primarily intended to promote civic training and provide an introduction to social and economic issues.(3)

(1) OECD, op. cit., p.117.

(2) See Table VII for a brief description of current legislation of this type.

(3) J.M. Luttringer, B. Pasquier, "Le congé-éducation payé dans cinq pays, européens", in International Labour Review, vol. 119, no.4, July-August 1980, p. 443.

This bias in favour of social and cultural training thus enables unions to use educational leave to develop workers' awareness of their social identity, place and role in the firm.

Provincial laws also stipulate that agencies offering training sessions or courses must be recognized by government. Lastly, legislative measures also foresee that remuneration for workers on educational leave is to be paid by the employer, whereas the cost involved in organizing the course is the responsibility of either the worker or the organizer, which, as already mentioned, may be the union.

APPENDIX VII

CERTAIN CHARACTERISTICS OF LEGISLATION IN EFFECT*

EFFECTIVE DATE	BERLIN July '70	HESSE January '75	HAMBURG April '74	BREMEN January '75	LOWER-SAXONY January '75
BENEFICIARIES	Young workers and trainees under 21 years of age	Young workers 25 years of age	All workers, trainees and teachers, during school vacations only	All employees, trainees and housewives	All employees, trainees and housewives
TRAINING AVAILABLE	Professional training, political education	Professional and political studies	Professional training, political education, general training	Professional training, political education, general training	Professional training, political education, general training
DURATION	Unlimited leave without pay. 10 working days paid	5 working days paid per year	10 working days spread over 2 years; the 12 days working week is 6 days long	10 working days spread over 2 years	10 days over 2 years - 12 if the working week is 6 days long
FINANCING	Paid by the firm. Calculated on the basis of the average salary for the last 13 weeks worked.	Paid by firm. Salary taken into account on annual leave	Paid by employer. Calculated on the basis of the average salary for the last 13 weeks worked	Paid by employer. Calculated on the basis of the average salary for the last 13 weeks worked	Paid by the employer. Calculated on the holiday pay scale

*These are current practices; the legislation does not describe them

SOURCE: R. Nantel, Les congés-éducation payés, ICEA, 1980

3.2.3. - Sweden

In Sweden, adult education is important. The government is making a great effort to promote adult training. In the past few years, Swedish unions have been able to negotiate educational leave clauses in collective agreements. It was in 1970, however, that:

The establishment of a formal and universal right to educational leave become part of the bargaining agenda of the unions.(1)

Thus, progressively through the 1970s, legislative measures were adopted whose purpose was to enable adults who had not been able to take full advantage of the resources of the education system in their youth, to continue or complete their training. In 1975, a national law was finally adopted recognizing the right of all workers to be absent from their jobs, during working hours, in order to take part in training activities. The purpose of the leave was to enable adults to complete their basic training and to take an active part in their firm's organization and life.

To obtain such leave, a worker must have at least six months seniority in the firm or have worked for that firm for at least twelve months in the previous two years (training provided by unions is not subject to this restriction).

Educational leave may be granted so that employees may take part in vocational, general or socio-cultural training activities. The legislation does not limit the time workers may spend on leave. At most, they may postpone it for a maximum of six

(1) Report of the Commission of Inquiry on Educational Leave and Productivity. op. cit., p. 55.

months, with the unions's agreement. The legislation:

also guarantees the employee's right to remain in his occupation following educational leave with equivalent duties and income, even if the employee does not complete the program of studies for which the leave was granted.(1)

Lastly, it should be pointed out that the initiative of the application for leave must come from the employee, who is afforded the opportunity to take part in educational activities in any adult training establishment, such as public institutions or subsidized associations. These institutions "provide instruction almost free of charge to those enrolled."(2) Financing for participants on training leave varies according to "the type of instruction, the age of the student and the activity engaged in by the individual before returning to studies."(3) There are two principal types of financial assistance: scholarships and bursaries, which are available on the basis of various criteria. Under certain collective agreements, employees on training leave remain on salary. Lastly, there exists the Labour Market Commission which is financed by employer's payment of a certain percentage of total salary (.25%) (4). Half of the funds obtained are invested in workers training activities.

Another type of training activity is the "study club." Composed of approximately 10 persons, the study club is financed by the government and provides sessions on various subjects that are chosen by the participants themselves.

(1) OECD, op. cit., p.210.

(2) J.M. Luttringer, B. Pasquier, op. cit., p. 443.

(3) OECD, op. cit., p. 211.

(4) ICEA, "Pour un congé-éducation payé," in Dix éléments-clés, Montreal, October 1980, p.5.

3.2.4 - Italy

Italy has no national policy on education leave. Through its demands and pressure, the workers' movement has made employers accept the principles of paid educational leave. In 1973, for the first time, a union (metallurgists) had the right to leave for training purposes written into a collective agreement:

All workers who, in order to improve their own culture in relation to the firm's activity, wish to study in public institutions or establishments recognized by the government, are entitled to paid leave of up to the number of hours available to every employee over a three year period.(1)

This precedent was used as a model by a number of other unions, which negotiated similar clauses in their own collective agreements. Gradually, the idea of 150 hours developed and became accessible to the majority of unionized workers. Within these hours of leave, the worker has the opportunity to acquire general, cultural or political training.

The purpose of this kind of measure:

is to eliminate the break between the school period and the production period and to examine the present division between the productive working world and the intellectual working world.(2)

According to certain estimates, between 1973 and 1978, more than 70,000 workers went on training leave.(3) The metallurgists'

(1) OECD, op. cit., p.179.

(2) R. Nantel, Les congés-éducation payés, ICEA, 1980, p. 10.

(3) C. Lecave. "Les heures en Italie", in Actualité de la formation permanente, No. 37, 1978, p. 25.

union was even able to negotiate an increase in the number of hours available for training from 150 to 250.

The right to training leave is the worker's individual right, but one that is exercised within a collective framework. To obtain his paid leave, the worker must enroll in educational activities whose duration is twice that of the leave requested, and must provide his employer with a certificate attesting to his participation in these training sessions. It is understood with the employer that not more than 2% of the total number of employees may be absent at the same time for educational purposes.(1) The firm pays the salary of its employees who are on leave, and the government pays course fees.

The sessions or courses must be taken in a public school. The purpose of Italian workers' organizations is, in a sense, to transform the school system so that it corresponds to workers' needs.(2)

3.2.5 - Belgium

Belgian workers may obtain educational leave under two laws namely: the Social Promotion Act and the Hour Credits Act.

The Social Promotion Act, promulgated in 1963, enables workers to "take leave to study social, civic and economic issues." (3) Whereas at the outset, the Act provided for leave of five days per year for young people between the ages of 16 and 26 years, it was amended in 1973 and now provides for 10 days of leave which

(1) This restriction appears to have been eliminated in the agreement negotiated by the metallurgists' union.

(2) J.M. Luttringer, B.Pasquier, op. cit., p. 441.

(3) Commission of Inquiry on Educational Leave and Productivity, op. cit., p.127.

is available to all workers 40 years of age or under. The government compensates these students financially for courses that it approves. It appears that the unions very quickly took advantage of this legislation and offered social and economic training courses to works counsellors and security delegates. However, access to various courses was extended and it was felt that, in 1972-73:

courses on social promotion were attended by 157,480 workers, courses for independent workers and their family helpers by 55,586 persons, and intellectual, ethical and social training courses by 5,213 students.(1)

The Hour Credits Act was adopted in 1973 and, using different wording, refers to the principles of educational leave. This legislation recognizes the right:

- 1- of workers to be absent from their work in order to take part in social promotion activities, training and development activities in business and the trades;
- 2- of farmers to take courses in agriculture, horticulture and home economies;
- 3- of salaried employees to take classes in art, socio-cultural promotion, general training courses and extended university level courses.

Full salary is paid up to a certain ceiling, half by the employer and the other half by the government. "The system is financed through a fund into which management and the government each pay 5% of total salary."(2) Every employee wishing to take advantage of educational leave must meet three specific conditions: 1) be

(1) OECD, op. cit., p.127.

(2) ICEA, "Pour un congé-éducation payé", op. cit., p.4.

less than forty years of age; 2) be a salaried employee in the private sector; 3) be enrolled in social promotion courses created, recognized or subsidized by the government.

It should also be noted that social promotion courses are given in the evening and on weekends. In this instance, the legislation affords employees the opportunity to make up the time devoted to study during normal working hours.

Despite the interest of the Hour Credits Act, it appears to be under-used by workers. According to the Unions, "33 percent of those taking approved courses at night fail to demand their leave right." (1)

This fact may be explained by lack of information or by certain negative attitudes on the part of employers who do not wish to grant leave for training other than that of a vocational nature. Nor does the attitude of the public education system encourage worker training. Although social promotion courses are given in the evening (as already mentioned), this is because educational institutions refuse to accomodate workers in courses intended for young people. Besides the fact that, according to representatives of the school system, day courses are not adapted to the needs and situation of workers, it would appear that:

Moreover, a move to day offering would require an expansion of facilities and teachers and would decrease the remunerative opportunities of day teachers. (2)

(1) Commission of Inquiry on Educational Leave and Productivity, op. cit., p. 39.

(2) Idem, p.41.

3.2.6 - Great Britain

Despite the fact that the United Kingdom, as the union of Great Britain, Ireland, Scotland and Wales, ratified convention 140 of the International Labour Organization, Great Britain has no national legislation on educational leave. It does, however, have programs that are consistent with the prevailing spirit for defining educational leave.

For example, programs for young people and employed workers provide various forms of leave to enable individuals to increase professional training levels. Certain programs offer company employees leave to enable them to take part in training activities offered in educational institutions. These are called Alternate Instruction Programs, and they consist of a period of theoretical training followed by a period of practical training. This type of program is offered to full-time students to enable them to spend some time in a working environment. There also exist so-called day-release training programs which may be taken over a number of years. It would appear that these programs have met with great success in the past several decades.

In one of 199 firms, 80 percent had a policy on educational leave. In 1973, over 740,000 employees took part in one of these programs. As of 1976-77, 14% of young people reaching school-leaving age entered an industry-based day release program.(1)

There also exist Industrial Training Boards (ITB), which are recognized by law and are given the mandate of evaluating training needs in various industries and of proposing ways of meeting those needs. These boards have the opportunity to establish "training standards and assess a levy against firms

(1) Commission of Inquiry on Educational Leave and Productivity, op. cit., pp. 62-63.

which fail to meet the standards."(1) In a recent document, it was estimated that approximately 25,000 firms are subject to standards set by the boards, a situation that involves nearly 3 million employees.(2) In principle, workers in firms where training standards exist are entitled to educational leave. In fact, however, the employer decides who will receive such leave on an individual basis.

Furthermore,

There is no obligation on employers either to pay the cost of a course or to maintain an employee's salary during attendance. Where paid educational leave is provided, it is generally for vocational training, when an employer will usually nominate certain employees to participate in courses that must be recognized by an ITB as meeting the needs of a firm or industry if the firm is to receive a grant towards the costs incurred.(3)

British legislation also recognizes the right of union representatives to "reasonable time off work" in order "to carry out their duties and undergo relevant training concerned with industrial relations."(4) The terms and conditions of leave must be set in an agreement between management and the union.

(1) Idem, p. 65.

(2) Ian O'Malley Paid Educational Leave Developments in Four Industrialized Countries, working paper, International Labour Office, 1982, p. 61.

(3) Ian O'Malley, "Paid Educational Leave in Australia, Canada, Ireland and the United Kingdom", in International Labour Review, vol.121, No. 2, March-April 1982, p. 175.

(4) Idem, p.179.

3.2.7 - Denmark(1)

Denmark has no national legislation recognizing the principle of educational leave. There have been, however, various experiments involving specific categories of workers. Taken together, these various measures constitute an interesting ensemble, but one that, despite its importance, does not concern the entire working population. In this section, we shall briefly consider the principal measures taken to promote the training of the work force.

Apprenticeship is one way for young workers to acquire professional training.

The trainee is required to follow a training program in a vocational school. The alternation between work with a firm and training in school, which is one of the fundamental elements of apprenticeship, is guaranteed by the employer, who has a duty to ensure that the trainee keeps up with his courses in school.(2)

Vocational training encompasses three categories:

- 1- courses for specialized workers;
- 2- development courses for skilled workers;
- 3- retraining.

Courses for specialized workers are offered in public or private institutions and are fairly short (2-3 weeks). There exist approximately 200 courses on various subjects related to

(1) The information contained here is from OECD, op. cit., p. 142.

(2) Op. cit.

various branches of industry. As a general rule, training given to workers is directly work-related. Skill Development courses are available to workers who have basic training as well as a practical knowledge of the trade. The courses are of limited length (between 1 and 4 weeks) and are offered during the day. There is nevertheless no guarantee that the employee will return to his position after taking courses. Lastly, retraining courses are intended to enable workers to be more mobile and more adapted to the needs of the industrial job market. "The principal characteristic of provisions for retraining is that they are based on a concrete offer of work."(1) Although courses sometimes begin in a school, they are often pursued in the framework of a firm. Contrary to the two other types of training, retraining involves an agreement between the employer and the worker to provide the latter with a position in the firm.

Financing opportunities for the training activities described above vary by category of worker. Trainees receive a salary set either by a bipartite board or by clauses in collective agreements. Skilled workers receive government financial assistance which varies according to the position occupied prior to the start of the course. Workers undergoing retraining also receive financial assistance from the government during the entire course. Furthermore, the government makes a contribution to the employer for each trainee he receives in his firm. This grant is progressively reduced as the training period advances.

Lastly, other categories of workers, such as public servants, must negotiate training leave on individual basis. Employees of private firms may, in certain cases, take courses provided by their employer. Unions have in general been able to negotiate with employers concerning the right of union delegates to be absent from work to take courses that they organize. Since 1973,

(1) OECD, op. cit., p. 145.

union training courses have been financed through a special fund made up of employers' payments of one Danish krona per working hour. Unions may use 3/4 of the funds thus accumulated, and the remaining 1/4 is administered jointly with the employer.

3.2.8 - The United States

There is no national policy on educational leave or even on the promotion of training activities for American workers. As in many other fields, the laissez-faire principle dominates. This does not mean, however, that there is no opportunity for workers to have access to a certain form of training, but rather that existing programs are disparate in nature and are not intended for the entire work force.

A study conducted by the OECD (1) helped to identify five types of training practices that are outlined in collective agreements:

- 1- educational leave;
- 2- apprenticeship schemes;
- 3- training schemes;
- 4- tuition fee reimbursement practices;
- 5- training funds models similar to the pension fund.

According to certain surveys, it would appear that 90% of firms have training programs, but that 4/5 of expenses for this purpose go to "internal programs". Almost without exception, these practices are followed in the field of vocational training."(2)

(1) OECD, op. cit., in R. Nantel, op. cit., p.15.

(2) OECD, op. cit., in R. Nantel, op. cit., p.15.

Educational leave. Settlements making reference to paid educational leave generally apply to employees with minimum seniority in the firm in which they work. Private and public agencies grant leave for professional promotion purposes or to enable workers to acquire basic training, to continue university level studies or go on union training. For example, all federal public servants may go on paid training leave in order to improve their work performance. Unions invest heavily in training their company representatives. According to the OECD (1), approximately 25,000 union representatives receive one week's leave to take part in training courses organized by unions, in cooperation with universities or state colleges. Furthermore, it is estimated that approximately:

138 firms have agreed, under the terms of collective agreements, to grant educational leave to the 1,500 workers they employ.(2)

As a general rule, this leave is intended to enable workers to improve their vocational training. Clauses in collective agreements also entitle employees to a refund of tuition fees arising from training activities. This refund system has a less limiting effect on the nature or type of course taken by the salaried employee, and the amount permitted under this refund scheme is moving gradually toward covering the many costs incurred through enrolment in courses (e.g., books, registration fees, etc.).

Also in the United States is the system of "education and training funds". These are monetary funds subsidized by the

(1) OECD, op. cit., p. 52.

(2) Idem, p. 53.

the employer according to specific terms and conditions, and are intended to enable workers to obtain bursaries for themselves or for their families.

Certain firms have established training systems that coordinate programs for study leave, tuition fees reimbursement and bursaries for family members of salaried employees. In concrete terms:

Each worker is given a "training-bank account", i.e. an annual personal credit to be used for accredited educational activities, whether they relate to his work or not..."a family study account" is also open for each salaried employee. This account contains an annual credit roughly equal to half that awarded on an individual basis. This credit is intended to accumulate over the years and may be used to pay for any studies that members of the salaried employee's family may wish to undertake.(1)

This proposal appears to be popular among workers, who are thereby given the power to decide with members of their family how the training-bank account will be used.

In short, despite the fact that there is no national policy on educational leave, there is a series of measures and programs established by firms and included in collective agreements which give workers access to certain types of training. Furthermore, a survey conducted by David J. Charrington (1) in 1980 stressed the importance that American workers attached to training and retraining. To the question:

(1) OECD, op. cit., p. 79.

(2) David, J. Charrington, "The Work Ethic: Working Values and Values that Work", New York, Amacon, 1980, in D. Bellemare, L. Poulin-Simon, "Plein emploi et chômage" in La crise économique et sa gestion, Boréal Express, 1982

If in your present job you did not make enough money to support yourself and your family, what would be the most desirable solutions for you?

The majority of respondents stressed the importance of having access to more training and to opportunities for retraining.(1).

3.3 - Differences and similarities

As revealed in the last section, there is no ideal model for educational leave. Various countries have developed their own programs, which are intended to respond to particular needs and problems.

Most countries where some form of educational leave exists have generally used this measure as a solution to economic problems: high unemployment, lack of manpower, unskilled labour. Educational leave is thus used or perceived as an element in a policy to promote and adapt labour. Of course, whether in the framework of programs established by firms or employers, or in that of programs established by governments, in the majority of cases, vocational training through retraining or development is preferred, but educational leave provides opportunities for professional mobility and transfer. This is the first conclusion that we may draw from foreign experiences with educational leave. Apart from that, it is somewhat difficult to establish a consensus for differences and similarities between the various experiences because information and data obtained in the course of this study are not homogeneous or uniform. Consequently, it is difficult to draw comparisons.

(1) Idem, pp. 89-90.

Nevertheless, we shall try briefly to establish certain elements of similarity between the various attempts regarding the adoption of policies on educational leave.

In most countries that have a policy or programs and measures concerning educational leave, such measures are intended exclusively for employed workers.(1) Of course, there may exist priorities that will favour training programs for younger or older people, but in the majority of cases studies, the fact of being employed by a firm is the discriminating factor with regard to the target population of educational leave. However, France appears to have found the solution to give unemployed workers, farmers or self-employed workers access to a form of training leave. "Specific measures such as partly or fully paid training periods of up to one year are provided for workers who have fallen victim to individual or collective lay-offs."(2)

In the majority of cases, educational leave is provided to further the vocational training of the labour force. In certain countries (Italy, Belgium, Sweden, France), however, such leave is provided for other purposes. In Italy, for example, educational leave cannot be used for basic training or training of a socio-cultural nature. Belgium and Sweden also lay great store by social, civic or union training. In Denmark, there is a special fund, financed by employers, for the existence and survival of union training courses.

The length of training leave established by legislation or negotiated as part of collective agreements varies a great deal, often according to the type of training workers take. Such training extends from a few days to a number of months, even to an entire year.

(1) It would be interesting to see if these countries have other legislation that enables workers to use or open up these programs for social or cultural purposes or general training.

(2) Conseil supérieur de l'Éducation, op. cit., p. 23.

As a general rule, the financing of educational leaves involves contributions by governments and employers. In certain cases, the employee must also pay a portion of costs related to the leave. In England, for example, there is no policy requiring the employer to defray the cost arising from training for their employees aged 18 years or under. It nevertheless appears that, in most cases, firms pay tuition fees and the cost of textbooks and transportation in addition to paying the student-employee's salary. These measures are nevertheless at the discretion of the firm. In Sweden and Belgium, costs arising from training leave are reimbursed from a fund set up by the government and employers. In France, the employer pays the cost of educational leave when the employee takes courses at the former's request, and the state pays when the employee enrolls of his own volition in the training programs accredited by the Joint Professional Commission on Employment or by the government.

In the final analysis it should be noted that, for most industrialized countries, educational leave has been used as a tool to remove obstacles preventing employed workers who so desire from taking part in training activities. Although educational leave is generally used to complete vocational training, it may also serve general or socio-cultural training purposes. Depending on the context of the different countries, educational leave has been established through legislation, often to promote professional training, or through agreements on union, social, civic or other forms of training. Lastly, the duration and financing of educational leave vary with the types of training pursued. As a general rule, the longest leave is given for vocational training, which almost always involves a two fold contribution by government and employers. For other forms of training, the government is often the principal source of financing.

Worker control remains a question of primary importance which Italy, Sweden and France, among others, have answered by giving

workers the right to scrutinize the management of educational leave.

4. AN EDUCATIONAL LEAVE POLICY IN CANADA?

The consultations we conducted for the purposes of this study and the brief review of the literature on educational leave experiences of other countries have helped us identify certain approaches or needs that must be considered in formulating an eventual policy on educational leave.

4.1 - Educational Leave - How and For Whom?

Educational leave is an integral part of any measure to promote continuing education. It is a very special tool or method that obviously increases vocational training, but also promotes social, civic or cultural training. In fact, educational leave may be seen as a way to remove the obstacles from the path of adults who wish to increase their training, of whatever nature. We shall now briefly examine educational leave in the Canadian context.

The summary outline given earlier helped us identify some elements that could be contained in and integrated into an educational leave policy. Hence the importance of recognizing that existing differences between the Francophone and Anglophone communities in terms of training, could lead the government to make educational leave accessible for basic training activities. Similarly, the strong will of women to become full partners in the labour market could be translated into training measures or policies that help them escape the traditional job ghettos or acquire training in traditionally male-dominated jobs. In this regard, a study conducted by CROP in 1981 indicates (1) that 15%

(1) In this regard, see the text of Normand Caron, Table 2.2, Paid Educational Leave, for Whom? Why? (1st version).

of the women who participate in educational activities do so to prepare themselves for a return to the labour market or to begin working, and 17% do so for retraining purposes. Given these results, we believe it is essential to plan measures, particularly training measures, to support these women who wish to become integrated into the labour market.

Similarly, an educational leave policy could open up and be accessible to too many unemployed Canadians. Our consultation has clearly shown the importance of enabling jobless workers to attain new jobs in the future through training programs. This is also true for workers who are currently employed and who are uncertain of the future. A true training policy with an educational leave program would help raise the general level of manpower qualifications and increase professional geographical mobility.

4.2 - Major Conclusions

As we have already mentioned, there is no ideal type or model of legislation on educational leave. This is why it appears essential to us that the policy the federal government intends to formulate should take into account the various comments we have gathered from organizations representing employed workers, jobless workers, unionized or non-unionized employees and women. The educational leave formula must be accessible to the entire Canadian adult population. This appears entirely possible and achievable, the best proof being the French example. The French government adopted legislation that enables the entire adult population to benefit from the right to take training leave. Thus, agricultural workers, young people or the unemployed may use this legislation to pursue professional or other training activities. This is an interesting way to broaden the eventual pool of educational leave users and thus meet the concerns expressed by Canadians.

It also appears essential to us to retain the language differentiations that characterize Canada. We have seen that the economic development, the national manpower situation and the general employment situation are marked by the existence of two language groups in very different circumstances. We cannot therefore consider an "across the board" policy for the entire country. Rather, priority should be given to formulae that recognized existing regional diversities and social, economic and cultural differences.

Although the need for new economic infrastructures, especially in the West, calls for a special effort to be made to solve the problem of qualified manpower, the long-term development of regional economic structures also requires an investment in the Canadian work force at large.

In this regard, we should not be surprised to note the importance that adults attach to basic or general, and to vocational training. The agencies we met emphasized the importance of adults having access to programs that would enable them to complete their basic training, i.e. training corresponding to a completed secondary-level course.(1) Educational leave may thus be viewed as a tool that enables adults who have been unable to benefit from the reforms in the educational system to do so and thus improve their socio-economic or professional status.

The democratization of education in industrialized countries often benefits the middle and upper classes more than it does the disadvantaged. A reduction in educational inequalities may sometimes be accompanied by an increase in social inequalities.

(1) See the CEFA recommendation that everyone should have access to a minimum of 13 years of schooling.

The less advantaged in terms of access to education and in terms of the results attained have in fact gained little from educational reform...

It is the less-educated adults, and generally those who suffer from illiteracy, unemployment and poverty who have the most serious difficulties...

... A low salary is generally associated with low schooling, and the level of schooling often affects income level. The least educated workers are the most threatened by unemployment and welfare. Poverty is not caused by lack of jobs alone, but also by bad jobs.

(2)

The Italian example may offer some solutions to the issue of educational leave used for general or socio-cultural training purposes. The idea of providing workers with access to statutory leave that may be used for educational activities other than professional ones is an attractive formula because of the scope it affords the user of the leave.

The Italian model is also interesting because it alternates regularly between periods of work and training. Another interesting example in this regard is the English model. "Alternate instruction programs" that allow young people or employed workers to alternate between theoretical and practical training periods are one of the many ways to use or apply the alternating principle. Regardless of how this principle is applied, the important point to retain is the solid basis of the measures that enable adults to vary and to move back and forth between training and work. In addition to enabling the adult to space his training throughout his active life, this measure may

(1) CEFA, Apprendre: une action volontaire et responsable, Quebec, 1982, pp. 118-119.

help to resolve part of the current employment problem. The worker who leaves his position for a set period of time allows a young, unemployed person to fill the position or job. Thus, if 30,000 workers leave their jobs to participate in educational leave, an equal number of new workers will come and take these positions while the former are absent.

The consultation also helped bring out the importance that educational leave legislation should accord to certain categories of adults. For example, women in the labour force are now particularly disadvantaged and are especially in need of support. They generally have little schooling and the majority hold part-time positions in job sectors that are losing ground. This support could be concretized by giving them priority access to training and education programs. Educational leave appears to be an excellent means of enabling women to improve their current situation by aiming for a higher level of training in non-traditional job sectors. (1) Similarly, young people or the unemployed might be given priority access to training leave.

During our consultations we noted the importance of financial and time factors for educational leave. In virtually all cases, the persons we met emphasized the fact that educational leave legislation should allow participants to take their training activities during regular working hours and should provide for them adequate financing. These two principles are at the basis of the ILO definition of educational leave and are the cornerstones of a genuine policy on paid educational leave. If either of these measures is missing, we can no longer speak of paid educational leave. Without these conditions, the government cannot hope to establish a genuine policy on educational leave that meets the needs of Canadians.

(1) In this regard, see ICEA documents prepared for the general colloquium on telematics.

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